DOCUMENT RESUME

ED 134 566 SP 010 750

AUTHOR Clark, David L.
TITLE The Real World of the Teacher Educator: A Look to the Near Future.
PUB DATE Mar 77
NOTE 30p.; 18th Annual Charles W. Hunt Lecture presented at the Annual Meeting of the American Association of Colleges for Teacher Education (29th, Chicago, Illinois, March 1-4, 1977); will be included in AACTE 1977 Yearbook

EDRS PRICE MF-$0.83 HC-$2.06 Plus Postage.
DESCRIPTORS Declining Enrollment; *Educational Economics; *Educational Finance; Educational Planning; Educational Policy; *Educational Trends; Futures (of Society); *Prediction; *Schools of Education; *Teacher Education; Teacher Educators; *Teachers Colleges

ABSTRACT

Eight predictions present a view of the near future (five to seven years) for schools, colleges, and departments of education (SCDEs). Prior to discussion of the predictions, five common errors in planning which undermine efforts to generate reality-based action plans are introduced. They are: (1) overgeneralization and oversimplifying; (2) overemphasizing external impact factors; (3) overestimating the malleability and/or negative consequences of contextual factors; (4) assuming the inevitability of futures; (5) practicing problem displacement. With these errors in mind, the following eight predictions are ventured: (1) there will be a decrement in real funds available in SCDEs to support the range of basic functions assigned to such units; (2) enrollment in teacher education programs will continue to decline and funds to support the instruction functions of SCDEs will also decline; (3) fiscal support for knowledge production activities or research and development in SCDEs will decline; (4) fiscal support of SCDE involvement in knowledge utilization activities will increase; (5) program quality in SCDEs will decline; (6) current perceptions held by some clients and policy makers that SCDEs are not performing adequately in either teacher education and/or knowledge utilization programs will increase; (7) there will be a loss of autonomy for SCDEs in program development, operation, and evaluation; and (8) changes in the form and structure of teacher education will be more likely than changes in its substance. If SCDEs follow the course predicted above, the upcoming five years can be defined, using economic terminology, as a recession. (MM)

Documents acquired by ERIC include many informal unpublished materials not available from other sources. ERIC makes every effort to obtain the best copy available. Nevertheless, items of marginal reproducibility are often encountered and this affects the quality of the microfiche and hardcopy reproductions ERIC makes available via the ERIC Document Reproduction Service (EDRS). EDRS is not responsible for the quality of the original document. Reproductions supplied by EDRS are the best that can be made from the original.

ED134569

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

18th Annual
Charles W. Hunt
Lecture

DAVID L. CLARK

"PERMISSION TO REPRODUCE THIS COPYRIGHTED MATERIAL HAS BEEN GRANTED BY
AACTE/Joel Burdin
TO ERIC AND ORGANIZATIONS OPERATING UNDER AGREEMENTS WITH THE NATIONAL INSTITUTE OF EDUCATION. FURTHER REPRODUCTION OUTSIDE THE ERIC SYSTEM REQUIRES PERMISSION OF THE COPYRIGHT OWNER."

THE REAL WORLD OF THE TEACHER EDUCATOR: A LOOK TO THE NEAR FUTURE

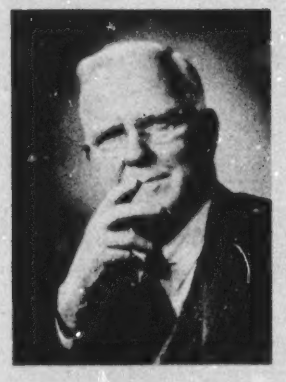
SP 010 180

American Association of Colleges
For Teacher Education

2

Technical Editor: Ruth Barker

Copyright © 1977 by
THE AMERICAN ASSOCIATION OF COLLEGES
FOR TEACHER EDUCATION
Suite 610, One Dupont Circle, Washington, D.C. 20036
Standard Book Number: 0-89333-001-9



CHARLES W. HUNT
The Lectures and the Man

Through the Charles W. Hunt Lecture, given at each of the Annual Meetings of the American Association of Colleges for Teacher Education since 1960, AACTE proudly acknowledges its debt to this dedicated educational statesman.

Though he spent most of his professional life as an administrator, Charles Hunt rightly insisted on identifying himself as a teacher. His infectious enthusiasm for life and his championing of the God-given right of every individual, young or old, to develop to maximum potential are qualities which always marked his commitment to the preparation of teachers. His vitality and determination to move ahead in reshaping teacher education, and his skill in firing up others to do so are in the best tradition of the good teacher.

As champion of the democratic ideal, he counseled grassroots organization and solidarity to accomplish reform. As a true pioneer in teacher education, he was wise enough to view the community not only as a laboratory, but as a source for ideas and support. A teacher, communicator, and an agent for change, he "shook the ideas and structure" of teacher education.

As AACTE Executive Director Edward C. Pomeroy said at the memorial service for Dr. Hunt September 5, 1973: "Without a man of the vision of Charles Hunt and the encouragement he provided, certainly the history of these past 50 years in American education would have been significantly different." Indeed, much of importance in organized teacher education happened in his lifetime.

Born in Charlestown, New Hampshire in 1880, Charles Wesley Hunt was educated at Brown University (B.A. 1904) and Columbia University (M.A. 1910, Ph.D. 1922), all the while teaching English in New England and New York until he began a supervisory career

in 1910. In his 18 years as college president, from 1933 to 1951, he helped to transform an old normal school at Oneonta into the State University of New York at Oneonta, a multipurpose institution within a state system of colleges.

Our Association owes much to Charles Hunt. Serving voluntarily for 25 years as secretary-treasurer (1928-53), he was instrumental in transforming the American Association of Teachers Colleges into the American Association of Colleges for Teacher Education. Until his death, he continued to serve as consultant to the Association's Board of Directors. His inspiration still guides AACTE and its professional men and women who represent their institutions.

The Lecture Series is conceived as a continuing professional tribute to the years of leadership and service which Dr. Hunt gave to education. When this series was begun in 1960, Dr. Hunt advised us to hold fast to "enduring faith in our purposes, faith in our fellow workers, and faith in the democratic tradition and process." Such dedicated commitment is still needed today to lift the quality of education in American society. Charles Hunt has built a model that will serve future professionals well.

DAVID L. CLARK
Professor of Education
School of Education
Indiana University
Bloomington

Clark, dean of Indiana University's School of Education from 1966-1974, now spends much time doing research and writing. Most recently, he and Egon C. Guba wrote *Teacher Education Institutions as Knowledge Producers and Change Agencies* which the Indiana University Research Foundation published last year. In 1975, they coauthored *The Configurational Perspective: A New View of Educational Knowledge Production and Utilization* for the Council for Educational Development and Research, Washington, D.C. They were principal authors of *The Design of Level III Evaluation for the Experimental Schools Program* in 1972, also published by Indiana's Research Foundation.

Federal Policy in Educational Research and Development was the title of a study he completed in 1975 for Ohio State University's Center for Vocational Education. His earlier works covered preparing research personnel for education, educational research, development, and diffusion manpower, educational administration, and organizing schools for effective education.

He was educated in New York State, earning the Bachelor and Master of Arts degrees from the State University of New York at Albany. At Teachers College, Columbia University, he received the Doctor of Education degree after completing his dissertation on "A Comparison of Educational Expenditures and Educational Quality in 126 Selected New York State School Districts" in 1954.

Following graduation, he worked as research assistant and field representative with the New York State Teachers Association, then joined the State Department of Education, followed by a stint as assistant to the Garden City Public Schools Superintendent.

Joining the U.S. Office of Education in 1958 as research coordinator, Cooperative Research Program, he advanced to director before deciding

to enter the university field. He joined the Ohio State University faculty as associate dean, College of Education, becoming a full professor in 1965.

Last year, he served on AACTE's Annual Meeting Issues Committee. He has also been a state liaison representative, a member of the Governmental Relations Committee, and on the Annual Meeting Program Planning Committee.

Besides AACTE, he has been active in the American Educational Research Association and represented them at the 1975 White House Seminar on Educational Research. In Phi Delta Kappa, he served as chairman, Research Advisory Committee, for four years and was recently on the National Advisory Committee on the Bicentennial Program. He has also held posts in the Association of Schools and Colleges of Education in State Universities and Land Grant Colleges.

THE REAL WORLD OF THE TEACHER EDUCATOR: A LOOK TO THE NEAR FUTURE

DAVID L. CLARK

THE 18TH CHARLES W. HUNT LECTURE

Presented at the 29th Annual Meeting of the American Association of Colleges for Teacher Education
Chicago, Illinois, March 1, 1977

The Planning Committee for this Annual Meeting had adopted an ambitious theme and difficult work schedule. You will be presented with a set of concept papers which will portray the impact of several external factors on emerging professional relationships in teacher education. In turn, you will be asked to use these papers as a basis for identifying and resolving issues provoked by these factors. This presentation is designed to serve as a backdrop for your task by picturing what will be argued as the most likely real world for the teacher educator in schools, colleges, and departments of education (SCDEs) in the near future—five to seven years.[1]

Impediments to Reality-Based Planning

Before turning to the task of presenting a view of the near future for SCDEs, I would like to discuss briefly five common errors in planning which undermine our efforts to generate reality-based action plans.

1. OVERGENERALIZING AND OVERSIMPLIFYING. The configuration of schools, colleges, and departments of education in this country is complex and diverse. There is almost nothing that can be said about SCDEs which cannot be refuted by noting that it is inapplicable to many SCDEs. Issues relating to schools of education are not clean and proposed solutions to problems confronting them are not simple.

In contrast with the centralization of sites for professional training in other fields, state approved preservice teacher preparation programs exist in 1,367 four-year institutions of higher education (IHEs) in this country (nearly three out of every four colleges and universities). The modal institution, by an overwhelming margin, is the private baccalaureate level SCDE with a total institutional enrollment of less than 1,000 students; from one to five full-time equivalent education faculty; graduating 60-70 teacher education students per year. For each of the research center doctoral institutions with which many of us tend to associate the phrase "school of education," there are over 16 operating teacher education programs in private baccalaureate level colleges.

The quality range among these sites is incredible for a professional training program. Nearly 100 of the IHEs maintaining state-approved teacher education programs are too weak to obtain regional accreditation for the institution as a whole. But, in counterpoint, excellent instructional programs for teachers exist in prestige IHEs of all types across the country.

The differences are not simply of degree, but of type, i.e., the missions of the institutions in teacher education are markedly disparate. Almost all share a common mission, i.e., preservice teacher preparation (note that even this most elementary generalization cannot be stated unequivocally), but subsets of the population are involved in inservice education for classroom teachers, the training of advanced degree

specialists in education, knowledge production, and knowledge utilization programs.[3]

We are past the point where it is sensible to think about SCDEs as if they were a homogeneous population of educational agencies. They never were, they are not now, and they will not be in the foreseeable future. The typological distinctions are not trivial when one considers their implications for planning courses of action affecting teacher education. Switching emphasis, for example, from R and D productivity to knowledge utilization or dissemination activities in federal funding available to SCDEs would influence the quality and quantity of R and D production in a small percentage of SCDEs (circa five per cent) because these are the only institutions among the 1,367 which are engaged actively and regularly in this mission area. Affecting this tiny group, however, would have dramatic implications for the capacity for overall knowledge production in education in the United States. For example, despite the often-repeated criticisms of knowledge production and utilization (KPU) programs in schools of education, approximately two-thirds of the contributors to the most widely respected and influential research journals in education are from SCDEs; and nearly 60 percent of the contributors to the most widely respected and broadly distributed journals for practitioners are faculty members in schools of education.[3]

As you consider and hear others propose issues or resolutions of issues in teacher education, stop to consider both the differential effects of such propositions on subsets of SCDEs and the full range of effects on the multiple missions which this configuration of agencies is attempting to perform. Consider also the scope of the teacher education enterprise involving almost all baccalaureate level colleges and universities, a significant percentage of their undergraduate enrollees, and hundreds of thousands of inservice trainees. The scope and complexity of the field make "unreal" otherwise attractive propositions by reformers whose direction of reform would fit a simpler professional world.[4]

2. OVEREMPHASIZING EXTERNAL IMPACT FACTORS. Nothing became as dramatically clear in the national study of SCDEs (referred to in footnote one) as the effect of contextual factors within institutions of higher education (IHEs) and SCDEs on individual and institutional behavior and decision making in these units. Contextual factors are

defined as those cultural elements, policies, and practices which have become well established hallmarks of an organization over a long period of time, e.g., the reward system.

Factors external to, and usually beyond the control of, either IHEs or SCDEs obviously do influence the future directions of SCDEs and teacher education. But they do so in interaction with contextual factors. To illustrate: there appear to be powerful external pressures from clients and national level decision makers currently being brought to bear on SCDEs to mount field-based instructional programs at both the preservice and inservice levels, as well as pressure for SCDE involvement in knowledge utilization (KU) programs with schools. In determining the likelihood that SCDEs can or will pick up vigorously on these challenges, the planner should consider that:

(a) Redeployment of personnel within SCDEs to these programs will be affected by the fact that the culture of higher education, including SCDEs, is strongly idiographic (i.e., emphasizing the self-actualization of the professor) rather than nomothetic (i.e., emphasizing the goals of the institution).

(b) SCDE budgets are bound to instructional headcount. These units are not funded to support any significant level of KU activity or expensive clinical instruction.

(c) SCDEs have typically occupied a weak bargaining position for resources on university campuses.

(d) IHE reward systems, especially in graduate level institutions, emphasize traditional forms of productivity, i.e., research and scholarly writing, in promoting and granting tenure to professorial staff.[5]

These contextual factors tend to offset the likelihood that SCDEs as a whole can or will respond easily and quickly to either pressures for field-based instruction or increased service or knowledge utilization activities. The individual SCDE which intends to respond to such external pressures must assess the likely success of its response against the effects of, or the possibility of modifying, these contextual factors.

Again, as you consider the reality of propositions set forth to modify professional relationships, ask yourself whether the proposition has considered the contextual setting of SCDEs. Charges of "faddism" in teacher education and program failures by SCDEs have often been true because we have responded with ill-advised enthusiasm to external demands for change which could not succeed within the context in which we live.

3. OVERESTIMATING THE MALLEABILITY AND/OR NEGATIVE CONSEQUENCES OF CONTEXTUAL FACTORS. There is an obvious solution to contextual factors which offset external impact factors to which we wish to respond; modify the contextual factors. Since contextual factors at least appear to be under the control of the SCDE itself or modifiable by the college or university, the tendency in planning has been to treat the contextual factors as variables and the external factors as constants, i.e., "there is nothing we can do about them except respond to them." This leads to a second inference--contextual factors that interfere with responses to external factors should be treated as negative features of the SCDE environment because they either temper or prevent quick, effective responses to such factors by the SCDE. Neither of these conclusions is justifiable on a *prima facie* basis.

The contextual features of most organizational entities are hypothetically malleable but operationally quite stable. The power of the intervention that would need to be mounted to modify significantly the reward systems in colleges and universities (even if that were deemed desirable) would amount to a major, new national policy for higher education. In contrast, external factors of seeming major long-range consequence are frequently cyclic in character, e.g., the period of teacher oversupply, using even the most pessimistic projections, is a phenomenon which will be over in 10 years. Considering the self-adjustments made by entering college students in enrolling in teacher education programs, it is likely to be over well before 1986.

It is not at all self-evident that contextual factors *should* be modified if they could be modified. The enthusiasm of the moment may cause us to rail against the idiographic culture that impedes redeployment of SCDE personnel to nontraditional mission areas or to bemoan the failure of the university to reward the service-oriented professor. But these very

characteristics have contributed in a major way to the university's success as a producer of new knowledge in education and other fields of human endeavor. This is not, of course, to argue that contextual factors should be defended or retained mindlessly. Some have outgrown their usefulness or been carried to extremes which foster goal displacement in SCDEs and IHEs generally. The point is that neither the retention or elimination of contextual conditions is made self-evident by the impact of a single external factor.

As you view demands for change in professional relationships, recall that external impact factors are generated from agencies and agents—each of which have their own contextual factors with which to contend. Modifications, if they are to occur, undoubtedly will require the negotiation of changes in the nature of the demands from the external source as well as the contextual structure of SCDEs. The press on SCDEs to provide more relevant, field-based, inservice education for teachers speaks as loudly to the inept, under-funded, ineffective programs of personnel selection and development in local education agencies as to the ineffectiveness of extant SCDE programs for educational practitioners.

4. ASSUMING THE INEVITABILITY OF FUTURES. The effort to systematize planning and futures studies has caused individuals who should know better to (a) place more credence in the predictability of futures than the analysis of past events would justify, and (b) assume less judgmental flexibility on the part of policy makers and decision makers than actually exists. SCDE planners who ignore what appear to be inevitable emerging problem areas or attempt to pretend that self-evident weaknesses, which will exacerbate those problems, do not exist are foolish. But the posture that probable futures are inevitable and/or unavoidable is equally foolish. There seems little doubt but that teacher education is headed for, at least, a short-range (five-seven year) recession. You should probably plan on the basis that such a contingency will occur. However, it need not occur. Federal and other national level policy makers could intervene, if they chose to do so, to change this future. Recessions are no more inevitable for a group of institutions than they are for the economy in general. They represent the outcome of a set of policy decisions which balance off the undesirability

of a recession against the undesirable consequences of shifting resources to forestall such a recession.

As you consider the concept papers, recall that futures are mutable and manipulable. Their manipulability suggests not only that individual SCDEs can avoid negative consequences from which SCDEs in general may suffer, but that organized teacher educators can and should attempt to exert pressure on policy makers and decision makers whose actions or inaction have helped define predicted undesirable future events.

5. PRACTICING PROBLEM DISPLACEMENT. The literature of formal organization is replete with colorful examples of goal displacement by institutions, i.e., the retention of practices and programs for which purposes were once clear but for which currently there is no justification. Equally debilitating to realistic planning is problem displacement, i.e., focusing on tangential problems or issues that seem handleable because the core problem is, or appears to be, overwhelming.

Surely we need to discuss logistical and territorial concerns associated with the national teacher education accreditation program. Those are handleable, and not insignificant, concerns. Does it not strike you that it is a prior set of concerns that:

(a) Ninety-three of the state approved teacher education programs operating in this country are located in IHEs which are not accredited as baccalaureate level institutions by regional accrediting associations.[6]

(b) The substance of the secondary school teachers program which is being accredited amounts to three to four courses plus student teaching. Is not what AACTE's Bicentennial Commission termed "life space" for teacher education a precondition to concern about the process of accreditation?[7] What difference could it possibly make to anyone to develop and sustain an elegant process of accrediting an essentially inadequate professional experience?

(c) The entire structure for training in the education professions has been egregiously underfunded throughout its history in this country. Is it impossible or useful to refine the accreditation of a professional training program which is supported at an

expenditure level below that judged acceptable for general undergraduate education in colleges and universities?[8]

As issues emerge from your discussions, keep in mind the purpose of the enterprise of teacher education. Future planning on tangential problems, while core problems remain untouched, may be temporarily satisfying but avoids the reality base for which we must strive.

The Likely Near Future for SCDEs[9]

It has occurred to me that any effort made subsequently in this paper to project a likely future for SCDEs has the seeds of its own destruction planted in the preceding sections. Nonetheless, a general picture of the most likely future for SCDEs should be available as a backdrop against which to assess the reality of some of the more specific and detailed issues which will be addressed in the concept papers.

In the national study of SCDEs which was referred to earlier in the presentation, three blocks of data were accumulated and analyzed relevant to future planning for SCDEs: (1) demographic data about SCDEs as a whole and subgroups of SCDEs; (2) information about contextual factors within IHEs and SCDEs which affect individual and institutional decision making in such units; and (3) data about external impact factors which seem likely to affect decision making in SCDEs. The most satisfactory way to proceed with this presentation would be to share those data with you so that you could assess the extent to which, and accuracy with which, these data have been employed in support of the speculations which follow. Neither time nor space will permit that luxury. However, in the predictions which follow, an effort has been made to account for demographic data which seem fairly straightforward and stable, e.g., predictions of teacher supply and demand. Best guesses have been made about the position most likely to be assumed by relevant policy makers, e.g., continued lack of interest in SCDEs in new federal level thrusts in education. An attempt has been made to account for and to assess the likely interaction of factors, whether external or contextual.

With the *caveats* noted in the preceding section in mind, the following predictions are offered as the most likely near future, i.e., five to seven years, for SCDEs.

PREDICTION #1: There will almost certainly be a decrement in "real" funds available in SCDEs to support the range of basic functions assigned to such units.

Observers of the general IHE scene are almost unanimous in predicting that the next five years will find colleges and universities struggling to "keep up" in the race between the increased cost of delivering services and the relative stabilization of income from tuition and state support sources. The SCDE is more likely to be impacted by this fiscal crunch than most academic units on campuses since SCDEs have recently experienced a sharper enrollment decline than other departments, and the SCDE has not been traditionally in a strong bargaining position for its negotiated share of university resources even when resources were plentiful. The vehicles most apt to offset the weak negotiating position, i.e., high enrollments and substantial "soft" money support through grants and contracts, seem to be unlikely conditions for SCDEs in the next few years. The positive side of this prediction, if a recent disaster can ever be viewed positively, is that many SCDEs have been absorbing actual and relative budget cuts for the past three to five years and the predicted decrement, consequently, may be less sharp than the cutbacks already experienced.

PREDICTION #2: Enrollment in teacher education programs will continue to decline. Funds to support the instructional function of SCDEs will, consequently, also decline.

With a five to seven year time span as a point of reference, the recent (past five years) decline in enrollments in training programs for the education professions and in the demand for trained personnel in these professions cannot be considered a transitory phenomenon. Significant enrollment declines in undergraduate, preservice education programs may have "bottomed-out" or nearly so, but for SCDEs functioning with instructional programs at the masters and doctoral levels, sharper declines should still be predicted.

There are several factors supporting the prediction regarding graduate level enrollments. Firstly, graduate level enrollments have held up over

the past five years, i.e., the projected decline has not bottomed-out. Secondly, alternative modes of inservice education, e.g., teacher centers, are on the increase and will surely attract potential students away from conventional degree programs in SCDEs. Thirdly, the decline in the market for professors of education obviously followed, rather than preceded, the market decline for elementary and secondary school teachers, and its effect has not been fully felt in doctoral level institutions. Finally, the demise of the Education Professions Development Act was effected in 1976 and support under that program was focused on graduate level trainees.

There are, of course, pockets of program expansion in the midst of the decline. Teachers in special education, vocational and career education, early childhood education, bilingual education, etc., are still in short supply, and these pockets will support the prediction of overall stability in enrollment at the preservice level in those SCDEs that are large enough to accommodate such specialized training programs. However, the intra SCDE adjustments required to take advantage of these market opportunities frequently present major difficulties since generalist faculty cannot easily be transferred to specialized programs, and retraining opportunities for professorial personnel are minimal.

A few SCDEs are redefining their training programs to extend beyond the traditional definition of the education professions, e.g., human services, helping services, etc. This development obviously has the potential of opening previously untapped markets for SCDEs but does not seem to be sufficiently widespread to be noted as a general innovation in the field. Obviously, too, such a move has potential relevance chiefly for larger graduate level SCDEs.

The more realistic expanding market would seem to lie in the inservice education area (*circa* 50 percent of SCDEs currently maintain master's level programs). However, the possibility of SCDEs capturing this market is limited by competitor agencies already exhibiting vigorous activity, the cost of effective field-based, inservice programs, and the difficulty of redeploying appropriate personnel to staff such programs.

Enrollment fluctuations have particularly powerful effects on the future of SCDEs. Instruction of preservice teachers is the only mission area

shared by almost all of the 1,367 operating SCDEs. In most of these units, the budget for the SCDE is bound integrally to the enrollment in instructional programs. Even among those SCDEs that claim multiple functions (R and D, service, dissemination), such functions have frequently been funded substantially from revenues derived from instruction-based budgets. The link between instruction and revenue has characterized not only the IHE and state level budgets for SCDEs but the federal presence in the field. In the past, the federal government has concentrated its policies and programs in the education professions on support to meet quantitative manpower demands. It has not mounted comparable efforts to improve the quality of instruction in SCDEs or to use SCDEs as a vehicle for effecting qualitative improvements in elementary and secondary schools. Recent federal actions provide little encouragement to the notion that this posture is changing.

PREDICTION #3: **Fiscal support for knowledge production (KP) activities or R and D in SCDEs will decline, probably sharply, over the next five years.**

This prediction has relevance for the field of teacher education as a whole but direct impact on only five to 10 percent of the operating SCDEs in the country. In roughly 1,250 of the 1,367 SCDEs, R and D or KP activity is not an explicit institutional mission. Research which is pursued in such sites is undertaken by professors as individuals and is not supported directly by the IHE or the SCDE.[19]

There are no national trends to indicate that increased funds will be invested in R and D activity in education by either the federal government or private foundations. The experience of the recent past would argue that any increases over the next five years would be insufficient to offset the increased costs confronted by agencies in carrying out R and D. Three related factors are likely to exacerbate the problem of attracting R and D funds to SCDEs, especially funding from the federal government. Firstly, the past decade has seen the emergence of strong, competitive private research agencies in which federal contracts are their fiscal lifeblood. Such agencies will continue to attract R and D funding that might otherwise accrue to SCDEs. Secondly, R and D funds from the National Institute of Education and the Office of Education have been employed with increasing frequency for highly

specified R and D targets through competitive, frequently short term Requests for Proposals (RFPs). This funding tactic is much better suited to the research agency than to the IHE/SCDE with its multiple functions, all of which are carried out within academic terms intended for instructional purposes. Finally, the federal government has committed a significant portion of its R and D resources to agencies established by NIE and OE to increase the research capacity in education, i.e., laboratories and centers. In periods of limited R and D funding, this reduces the discretionary funds for which SCDEs will be competing.

The comments to this point have dealt with the likely availability of external funds, often referred to as "soft money," to support knowledge production activities in SCDEs. But, of course, a major portion of the R and D budget for any SCDE which is active in the KP arena is assigned to this function area out of the regular SCDE budget. As that budget is constrained, one can expect, at best, a proportional decrement in the funds allocated to R and D. In fact, the actual situation will undoubtedly be worse than that prediction. The basic appropriation to SCDEs from both state sources and tuition is tied closely to instructional headcount. Only a tiny proportion of SCDEs has been able, even in the more affluent past, to reserve significant amounts of that appropriation to support the R and D function locally. Over the next several years it is reasonable to predict that it will be more rather than less difficult to acquire and justify funds for R and D purposes. All bureaucracies respond to primary line functions and the core objective of the SCDE is instruction. Although research may be argued theoretically to be integral to instruction and to the purpose of IHE, past experience with policy and decision makers attests to the fact that it is viewed at best as a complementary function. Such functions suffer competitively in bureaucracies in times of fiscal need.

PREDICTION #4: Fiscal support of SCDE involvement in knowledge utilization (KU) activities, e.g., dissemination, service, will increase slightly over the next five years.

It should be noted that only a subgroup of SCDEs are currently or have been historically involved in KU programs with schools. Most doctoral

level SCDEs, and a significant percentage of master's level institutions, maintain some level of field involvement for other than instructional purposes. The recent federal-level emphasis on dissemination is likely to continue and probably increase over the next five years. Despite the historic interest manifested by SCDEs in this area (e.g., the school study council movement, field service bureaus, individual consulting work by professors, inservice development programs for education personnel), the initial emphasis in federal support for KU programs has been placed on capacity building grants to local education agencies (LEAs) and state education agencies (SEAs). The recent teacher center legislation, a combination of training and KU activities, would indicate that SCDEs will have a difficult time asserting priority in the acquisition of external support for KU programs.

In contrast with the predictions about support for training and KP functions, the picture of support for KU activities in the near future is less clear. It is an area of potential expansion. Even if prime contract and grant funds are directed toward LEAs and SEAs, these agencies are likely to require the support of SCDEs in planning and carrying out their KU ventures. While few SCDE clients agitate for increased effort in R and D, many will support increased involvement of the SCDE in helping practitioners, schools, and communities solve local and regional problems. On the other hand, the reward system for SCDE personnel is antithetical to heavy field commitments for professors; service activities are low status programs on many university campuses; and KU programs are time consuming and expensive. Any agency under budgetary pressure finds it difficult to invest in new or expanded ventures while trying to hold its own in basic function areas.

On balance, however, it seems reasonable to predict that graduate level SCDEs will respond to this area of expansion during the upcoming general period of program contraction. The key to this prediction is that local and state education agencies will find it impossible not to turn to SCDEs in support of their new knowledge utilization programs and responsibilities.

PREDICTION #3: Program quality in SCDEs will decline over the next five years.

Barring explicit interventions undertaken to modify the near future of SCDEs, these institutions as a whole are destined to enter a down-cycle which will be reflected in their productivity and overall program quality. If SCDEs had accumulated a significant "margin of excellence" through resource acquisition in periods of IHE affluence, the upcoming period of resource stability and decline could be offset more effectively. They did not! Increased teacher education enrollments were absorbed by most SCDEs with modest professorial staff additions. Enrollment declines have been accompanied by sharper staff cutbacks.

Program decrements will be felt across the board. Some smaller, marginal institutions will simply drop their teacher education programs. That may, in fact, be advantageous to overall quality in teacher education. The overwhelming percentage of the smaller preservice programs will have already limited human resources stretched even thinner. Those that have initiated innovative programs will be pressured to move back to lower cost, conventional, classroom-bound instruction. Many of the master's level public institutions have suffered the sharpest enrollments cuts. Again, the greatest pressure will fall on the SCDEs that attempted to adopt more individualized, clinically-oriented programs. The pressure in inservice education will not be to work toward field-based programs, but to offer courses, frequently on-site, that will attract large enrollments at low instructional costs. The doctoral level SCDEs will be hard-pressed across their several function areas. They have always been expected to "bleed-off" a significant proportion of their support for advanced graduate study and KPU activity from high enrollment preservice and inservice courses for teachers. The doctoral level institutions that have attempted to redress this balance and maintain higher quality teacher education offerings will be in the most difficult position to protect their involvements in teacher education, advanced graduate study, and KPU.

R and D investments will be especially difficult to protect, and it is unreasonable to assume other than a mild decrement in KP productivity. In this case, the idiographic culture of the research center institutions will protect the level of productivity since many individual

professors will continue their personal programs of R and D activity despite dwindling resources and institutional pressures to move toward other activity areas.

PREDICTION #6: Current perceptions held by some clients and policy makers that SCDEs are not performing adequately in either teacher education and/or KPU will increase over the next five years.

The negative perceptions of SCDEs held by various groups constitute a current problem for the SCDE. Many practitioners feel that SCDE training programs have not been but should be field-based; need to be less general and more targeted to special problems and school populations; have not focused on the specific skills required in the classroom but should do so. Many school people and change agents feel that SCDEs have been unresponsive to the need for solving school problems; and have failed to carry out their KU responsibilities. R and D conducted by SCDEs has been attacked on both qualitative and quantitative grounds.

This is not the place either to register a complete litany of complaints or to debate their justification, but the fact is, fairly or unfairly, many client groups and policy makers would agree with the United States congressman who noted in arguing for teacher center legislation that "schools of education haven't done their job."[11] Institutions are in a weak-to-impossible position in responding to client criticisms or program demands in periods of significant budgetary and resource reductions. Their energies and resources must of necessity emphasize institutional and individual survival and maintenance functions rather than improvement functions.

PREDICTION #7: The next five years will be characterized by negotiations among concerned agencies to determine the appropriate role to be played by the several agencies in governing teacher education. There will be a loss of autonomy for SCDEs in program development, operation, and evaluation.

The governance pattern in teacher education is already in a state of considerable flux and should change quite markedly over the next few years. The organized teaching profession is committed on a national basis to full participation in the processes of teacher certification and teacher education program accreditation. Continued pressure will be exerted to open up decision making about the training of teachers to a variety of parity groups. IHE/SCDE programs will be influenced more directly by state level planning and coordinating agencies for higher education. Supportive of these pressures which bear directly on teacher education are the shifts in the locus of power in education from the universities, and to a lesser extent from the federal government, to state and local education agencies. Shared control of teacher education, with SCDEs as the first partner among equals, would have to be considered the most optimistic prediction about the consequences of this period of negotiation.

PREDICTION #8: The next five years are more likely to be characterized by changes in the form or structure of teacher education than in its substance.

We are entering a period in which most observers would conclude that growth in the knowledge base supporting the training of educational professionals and/or substantively-based experimentation in the field will be constrained at best. Substantive gains in a field are usually preceded by the investment of capital in R and D and field experimentation. In contrast, structural manipulations are frequently cost-free. Governance patterns may well be modified, accreditation may move from a national voluntary to a state or national mandatory base, the physical location of inservice programs for teachers may move from the campus to teacher centers, but the essential substance of training programs for the education professions will remain relatively intact.

SUMMARY—CONCLUSIONS. If SCDEs follow the course on which they seem to be set, the upcoming five years can probably be defined, using economic terminology, as a "recession." Some marginal institutions with low teacher education enrollments and general fiscal problems will undoubtedly drop their teacher education programs

altogether. A decrease of about 10 percent in the total number of teacher education sites (about 135) seems probable. The majority of SCDEs will attempt to "ride out" the period with conservative, low-cost instructional programs, making incremental adjustments in budget and program as needed.

Most SCDEs are not currently involved in KPU activities and surely will not venture into the arena at this time. Those SCDEs which are KPU-involved face a more difficult series of choices. They will attempt to reduce the cost of instruction, but their portfolio of KPU investments will not be reappraised easily. With KU being emphasized at the federal level, there will certainly be efforts to tap this funding source. Since many of these programs will be funded in or through SEAs and LEAs, it is reasonable to suppose that more field involvements for both KU and training purposes will be initiated.

In a more particular sense, enough is known about the reaction of organizations to "hard times" to offer some predictions about likely organizational postures and responses that will be assumed by SCDEs:

- *Conservatism*—risk behavior is unlikely; laying out and protecting domains is predictable; passing up opportunities which involve the assumption of future commitments is probable.

- *Reactivity*—SCDEs can be expected to be on the defensive rather than the offensive; proactive responses will be difficult to generate and sustain.

- *Closedness*—superordinate administrators in the IHE and other academic units can expect a reluctance on the part of subordinates to be open in negotiations and/or in sharing information; the necessary negotiations with external agencies also involved in teacher education and educational KPU will be conducted guardedly.

- *Localism*—a greater tendency will be shown to reward nomothetic responses; the cosmopolite professor will be less honored and influential.

- *Dysfunctional Responses*—the tension generated by problems without resources for solution will be resolved by ritual nonsolutions

that offer the appearance of positive action without solving or frequently even confronting the problem.

- *Problem Transfer*—there will be a strong tendency for partners in the SCDE enterprise to pass problems back and forth and to find scapegoats to explain why hard times are harder than easy times.

- *Problem Displacement*—since many centrally important problems needing attention will seem not handleable with extant resources, the focus will be diverted to less central problems to which solutions can be found.

- *Isolationism*—there will be a tendency for SCDEs to withdraw from interdepartmental and interschool contacts as the IHE appears through its resource allocation decisions to place less value on the products of the SCDE.

- *Mediocrity*—a significant reduction will occur in whatever margin of excellence has been available to the SCDE. No longer able to support unique or innovative efforts the SCDE, in administering retrenchment cuts "fairly," i.e., evenly, across all units, will create its own "margin of mediocrity."

Although the upcoming period will be a difficult one for SCDEs generally, the term *recession* was used intentionally rather than *depression* to reflect the general sense that while momentum will be slowed and decrements in quantity and quality may be inescapable, dramatic or radical changes for the worse are unlikely to occur. There are a number of observations that support this proposition:

- The contextual factors which inhere in IHEs and SCDEs may sometimes be viewed as depressants to needed positive changes, but they are simultaneously prudential factors buffering the organization from precipitous, destructive changes. These factors will serve to offset some of the external factors impinging upon the SCDE.

- A reasonable view of the recession is that it is a cycle in the history of SCDEs which has been experienced before and will be again.

For example, if the external factors inventoried earlier in this paper had been surveyed in the middle 60's, an entirely different, and much more positive picture, would have emerged; future predictions of that time would hardly have encompassed the sober reality of 1977. But while the cyclical nature of expansion and recession is true in an historical sense, the existence of cycles should not be taken as a reason for inadequate short-range planning. Too many SCDEs have for the past several years been treating each annual budget as an "exception," hoping to survive to the next, "better," year. The recession will be of sufficient duration so that yearly survival plans will miss the opportunities to avoid the worst consequences of general decrements in institutional resources.

- All business and individuals do not suffer equally during a period of recession. An individual SCDE may not be able to reverse the general recession, but it can influence its own state of well-being during the recession period. There are already SCDEs that have responded positively and are "swimming against the current" with reasonable success.

- The problems confronted by SCDEs are not isolated from the situation confronting education generally. The conditions impacting upon the near future for SCDEs described in this document are influencing other educational agencies simultaneously. The tendency at such a time is for each agency to battle its competitors to the death for limited and inadequate resources. This is a self-destructive strategy for education as a whole.

- The nearly 34,000 faculty members working in SCDEs represent a powerful and necessary intellectual force in American education. If teacher centers, for example, are to be other than routine appendages to LEAs, it will be because SCDE faculty turn their attention to making them succeed. The quality of KP and KU activities in education rests finally and most importantly on ideas, and ideas have been and undoubtedly will continue to be the most important product of the SCDE. Survival is not the question at hand; protection of quality during the recession period is the cogent question.

- Recessions are not inevitable. Interventions can be mounted at national and state levels to reverse the present trends. In fact, there are strong arguments to support the propositions that such interventions would be wise and effective governmental policy although it does not seem at this moment to be likely federal policy in education.

A Final Note

The final section of this paper has to be written not by me but by you. The core leadership in American teacher education is gathered in this room and at this Annual Meeting. The history of governments, social movements, and organizations is replete with examples of small groups and individuals who denied "inevitable" futures. However, the frequency of instances in which futures eventuated as predicted are overwhelmingly more numerous.

Each of us needs to work simultaneously at several levels:

- At the national governmental level, we must attempt to convince thoughtful policy makers that the costs of allowing SCDEs to atrophy are consequential and unnecessary. Within these units is concentrated a significant human resource which has never been exploited effectively in governmental programs directed toward educational improvement. Despite this relative neglect, these agencies are the major knowledge producers in the field of education and have committed more resources, as a group, to school improvement activities through knowledge utilization programs than any other educational agency.

- At the national professional level, we must begin an action program designed to eliminate self-evident weaknesses and strengthen our general negotiation position *vis-a-vis* other educational agencies. For example, whatever else this meeting does in relation to accreditation of teacher education programs, it should resolve by acclamation to join with such groups as the National Education Association, the American Federation of Teachers, and the national Council of Chief State School Officers to expunge nonaccredited colleges and universities from the ranks of IHEs with state-approved teacher education programs. On a more

difficult issue, this Association should move quickly and firmly toward support of national, state, and local policies which establish a reasonable "life space" for the training of teachers. Our colleagues in the organized teaching profession should be anxious to join with us in insisting on a significant period of preparation and experiences as a requisite for entry to the teaching profession.

- Within our own IHE and SCDE, we must press for what some might term "unfair treatment" in resource allocations over the next several years, i.e., budgets geared to the maintenance of overall program quality rather than sensitive only to fluctuations in instructional headcount. Local fiscal support for training in the education professions has been and is disgraceful in most colleges and universities. This problem should be brought out of the closet. For ourselves, conservatism and reactivity will be self-defeating; venturing on the basis of wishful thinking will result in shortfalls and failure. What we must avoid is accruing the "margin of mediocrity" referred to earlier through piecemeal cuts in personnel and program; inappropriate panic responses which ignore our contextual strengths; isolationism, and problem avoidance. We must, in effect, avoid the most natural organizational responses. This must be a period in which quality and excellence of teacher education performance is emphasized more strongly than ever before. Our ability to influence national level planners and IHE administrators and take advantage of opportunities that will arise in the near future depends on it.

FOOTNOTES

1. Much of the data which will be referred to in this paper was gathered in a two-year national study of SCDEs conducted from 1974-76 by Professor Egon Guba and the author. The project was performed under a grant from the National Institute of Education (NIE). The opinions expressed in the paper are those of the author and no official endorsement by NIE should be inferred.
2. Data reported in the preceding paragraphs relating to the institutional characteristics of SCDEs and ther missions are reported in detail in: David L. Clark and Egon G. Guba, *An Institutional Self-Report on Knowledge Production and Utilization Activities in Schools, Colleges, and Departments of Education* (Bloomington, Ind.: Occasional Paper Series, Research on Institutions of Teacher Education, October 1976).

3 David L. Clark and Egon G. Guba, *Studies of Productivity in Knowledge Production and Utilization by Schools, Colleges, and Departments of Education* (Bloomington, Ind.: Occasional Paper Series, Research on Institutions of Teacher Education, November 1976), pp. 49-51.

4. A cogent example of this tendency to oversimplify is called to our attention by George W. Denemark in chapter 6 "An Alternative Report," in a report by the Study Commission on Undergraduate Education and the Education of Teachers, *Teacher Education in the United States: The Responsibility Gap* (Lincoln, Nebr.: University of Nebraska Press, 1976), pp. 213-15.
5. For a full discussion of contextual factors in SCDEs see: David L. Clark and Egon G. Guba, *Contextual Factors Affecting Individual and Institutional Behavior in Schools, Colleges, and Departments of Education* (Bloomington, Ind.: Occasional Paper Series, Research on Institutions of Teacher Education, November 1976).
6. Clark and Guba, *An Institutional Self-Report*, p. 9.
7. Robert B. Howsam (chairman), Dean C. Corrigan, George W. Denemark, and Robert Nash, *Educating a Profession*, Report of the Bicentennial Commission on Education for the Profession of Teaching (Washington, D.C.: American Association of Colleges for Teacher Education, 1976), pp. 98-103.
8. Study Commission on Undergraduate Education and the Education of Teachers, *Teacher Education in the United States: The Responsibility Gap*, pp. 63-65.
9. This section of the paper is adapted from an expanded version of this theme in: Egon G. Guba and David L. Clark, *Likely Near-Future Scenarios for Schools, Colleges, and Departments of Education* (Bloomington, Ind.: Occasional Paper Series, Research on Institutions of Teacher Education, January 1977).
10. Clark and Guba, *Studies of Productivity*, pp. 32-38.
11. American Association of Colleges for Teacher Education, *Legislative Briefs* Vol. II, No. 6 (Washington, D.C.: The Association, October 1976), p. 4.

The Hunt Lectures

1960
The Dimensions of Professional Leadership
Laurence DeFee Haskew

1961
Revolution in Instruction
Lindley P. Stiles

1962
Imperatives for Excellence in Teacher Education
J.W. Maucker

1963
Africa, Teacher Education, and the United States
Karl W. Bigelow

1964
The Certification of Teachers: The Restricted State Approved Program Approach
James B. Conant

1965
Perspective on Action in Teacher Education
Florence B. Stratemeyer

1966
Leadership for Intellectual Freedom in Higher Education
Willard B. Spalding

1967
Tradition and Innovation in Teacher Education
Rev. Charles F. Donovan, S.J.

1968
Teachers: The Need and the Task
Felix C. Robb

1969
A Consumer's Hopes and Dreams for Teacher Education
Elizabeth D. Koontz

1970
Realignments for Teacher Education
Fred. T. Wilhelms

1971
The Impossible Imperatives: Power, Authority, and Decision Making in Teacher Education
Evan R. Collins

1972
Beyond the Upheaval
Edward C. Pomeroy

1973
Time for Decision in Teacher Education
Lord James of Rusholme

1974
Ferment and Momentum in Teacher Education
Margaret Lindsey

1975
Drumbeats and Dissonance: Variations on a Theme for Teachers
Calvin Gross

1976
Now you shall be REAL TO EVERYONE
Robert B. Howsam

1977
The Real World of the Teacher Educator: A Look to the Near Future
David L. Clark